

INFORMATION PAPER

30 October 2015

TOPIC: First Army Additional Input to the National Commission on the Future of the Army

BACKGROUND:

The NCFA has requested additional information on the impact of the Bold Shift reorganization and current manning levels on First Army's ability to execute its mission in support of Reserve Component (RC) pre-mobilization readiness and mobilization, training, and validation of RC forces.

KEY POINTS:

First Army's Mission is relevant. The Army could not have mobilized, trained, validated, redeployed and demobilized the more than 1 million RC Soldiers at up to 20 Mobilization Stations since 2001 without a unit like First Army. Not only does First Army have the mobilization history and experience – it also has the relationships and understanding of the RC that are critical to building and supporting RC pre-mob readiness as well as mobilization.

As depicted below, **First Army executes many other missions for Forces Command (FORSCOM).**



UNCLASSIFIED

What Does First Army Do?

<u>FORSCOM's Coordinating Authority for ATFP Implementation</u> <ul style="list-style-type: none">• Enable Total Force Leadership• Enable Total Force Partnership• Enable AC / RC Integration• Synchronize AC / RC Integration & AC to RC Training Support	<u>Joint Service Training Oversight (JSTO)</u> USAF, USN, USCG, USMC ISO CCMD Requirements FY 14/15: 4K Service Members	<u>Training Support to Governmental Agencies</u> <ul style="list-style-type: none">• USAID, DoS, CIV-MIL Training• Foreign Military Sales Training for the Netherlands
<u>Provide AC to RC Training Support</u> <ul style="list-style-type: none">• FORSCOM's Executing Agent• Advise, Assist & Train RC Units• Provide OPS GRP – Trained OC/Ts• Vehicle Crew Evaluators• Exercise Design (Scenario Development)• Enable LVC/G Integration• Mission Command Mentorship Program• Assess RC Unit Training - During CTEs (WFX, XCTC, CSTX, WAREX, CTC)• Ensure Common Set of Standards 14-17 Collective Training Events/Year (Approx 50K Soldiers/Year)	<u>National Capitol Region – Integrated Air Defense</u> <ul style="list-style-type: none">• ISO NORTHCOM / ARNORTH11 Rotations of ADA BN and JADOC HQ (200 Soldiers per Rotation)	<u>"Provide Federal Oversight Of State ARNG Forces"</u> <ul style="list-style-type: none">• <u>SRAAGs:</u><ul style="list-style-type: none">- Advise/Assist TAGs & JFHQ-State Staffs- Enable Army Total Force Policy- 45 SRAAGs Assigned- 48 States + Puerto Rico, US Virgin Islands & District of Columbia• <u>ARNG Withdrawal of Federal Recognition Boards:</u><ul style="list-style-type: none">- Annually:<ul style="list-style-type: none">100 Separation Boards36 Withdrawal of Federal Recognition Boards• <u>ARNG USP&FO Inspections:</u><ul style="list-style-type: none">- First Army Inspector General- 27 Inspections per year
<u>Mobilization / Demobilization Opns</u> <ul style="list-style-type: none">• FORSCOM's Executing Agent• Mobilize, Train, Validate, Deploy, Re-deploy & Demobilize RC Units and Soldiers• ISO CCMD Requirements FY14: 309 Units/31.9K Soldiers FY15: 18.7K Soldiers	<u>CONUS Replacement Center (CRC) & Non LOGCAP Deployment Operations</u> FY14/15: 27.6K Soldiers, Civilians, Contractors	
	<u>First Army Academy</u> <ul style="list-style-type: none">• OC/T Training & Certification Course• C-IED Master Trainer Course• Both Courses Open to ARNG & USAR 24 Classes /1800 Students/ Year	
	<u>Training Support to AC Units</u> <ul style="list-style-type: none">• MED BDE• C-IED Collective Training• Detainee Operations• MFO, KFOR, HOA• JCS Exercises	

While meeting statutory Federal oversight requirements, First Army provides the most highly trained & professional multi compo collective training integration capability in the US Army; uniquely organized with AC & RC certified skilled trainers at the point of need in support of Army Total Force Policy

TOPIC: First Army Additional Input to the National Commission on the Future of the Army

FORSCOM executes Training Readiness Oversight (TRO) over RC forces as directed in General Order 2011-07, and as the Army's conventional Service Force Provider provides trained and ready forces to Combatant Commanders. FORSCOM leverages First Army to execute Active Component (AC) to RC training support, reduce post-mobilization training time, and conduct mobilization operations.

Bold Shift – 2013. After focusing almost exclusively on meeting mobilization demands over the past decade, First Army executed a change in mission focus and a dramatic re-organization to enable the command to support changes in Army structure and operating concepts. Building and sustaining RC readiness while maintaining the capability to execute mobilization to meet Army requirements are the cornerstones of Bold Shift.

Re-organization. First Army is executing a wide ranging restructuring initiative that will result in fewer, but more capable training support brigades. **First Army will transform from a 16 Brigade footprint to 9 Brigades located at 8 Mobilization Force Generation Installations and Fort Knox, KY.**

- First Army Brigades are postured to execute mobilization operations at the Mobilization Force Generation Installations (MFGI) where they are located. Currently, First Army conducts **mobilization and demobilization at Fort Hood and Fort Bliss.** **First Army is leading the effort to develop a concept plan that captures the process, time and resource requirements to restart mobilization at other MFGIs.**
- Previously, First Army brigades were combat arms centric formations. **After Bold Shift, First Army will have 6 Combined Arms Training Brigades and 3 Functional/ Multi-Functional Training Brigades** – capable of providing training support across the full range of modular units in the RC. This is a sea change shift in First Army's capabilities – and represents a critical enabler of RC readiness.
- As part of Bold Shift, First Army has also updated its training support strategy and support to leverage the capabilities in the Bold Shift structure. No longer focused solely on post-mobilization requirements, **First Army is establishing pre-mobilization habitual partnerships with RC units based on geography and unit type.** These partnerships are key to assisting the RC and its commanders to develop and refine training plans that result in collective readiness. First Army will partner with RC units through training assistance visits, unit training management assistance, support to collective training exercises through the **Joint Assessment** and mobilization process.
- Bold Shift is underway. With the support of Human Resources Command (HRC), First Army received manning against the Bold Shift end state beginning in the 16-01 manning cycle – and First Army **anticipates being completely transformed by the end of FY17 - one year ahead of schedule.**

Current Operations. Key leader engagements indicate Bold Shift is delivering AC training support where it is needed. Although not completely transformed, First Army has established partnerships, developed an operational concept, and is getting after the business of **increasing pre-mobilization readiness and reducing post-mobilization time.** Simultaneously, First Army continues to execute and improve mobilization processes using a cooperative enterprise approach with **Medical Command (MEDCOM), Installation Management (IMCOM), Army Sustainment Command (ASC), US Army Reserve Command (USARC), and the National Guard Bureau (NGB).**

A synopsis of Army methods to support RC readiness and mobilization.

1979: CAPSTONE Program. CAPSTONE entailed 3 separate relationships for RC units: Peacetime command/control, wartime planning relationships, Directed Training Associations (DTA). The wartime planning relationship gave the unit the mission and the DTA trained them. For units that did not have a DTA, the Continental US Army (CONUSA) (e.g. First Army, Second Army, Fourth Army, Fifth Army and Sixth Army) performed the training assistance and assessment tasks with advisors, readiness groups and Senior Army Advisors to the Guard (SRAAG).

1990-1992 Roundout Brigades. In the late 1970s the Army aligned selected ARNG Separate Combat Brigades as "Round Out" brigades where the parent AC Division had two AC assigned brigades and an aligned ARNG Brigade. The AC Division was responsible for Training Readiness Oversight (TRO) of the ARNG Brigade and providing training support. This construct **proved ineffective** when the 48th Infantry Brigade (GAARNG), 155th Armored Brigade MSARNG and 256th Infantry Brigade (LAARNG) were mobilized in the buildup for Operations Desert Shield / Desert Storm and had unexpected challenges in completing the post-mobilization training and validation for deployment. The resulting Department of the Army Inspector General (DAIG) Report "Special Assessment of the Mobilization of Army National Guard Combat Brigades -- Action Memorandum, 14 June 1991" led to the Army's first Bold Shift program to overcome shortcomings presented in the DAIG Report.

1992: Title XI Pilot Program: Designed to fulfill the provisions in the 1992 National Defense Authorization Act (NDAA). This program directed the Army to complete the following tasks:

- Improve readiness of the units in the RC
- Increase substantially the number of active component personnel directly advising RC unit personnel
- Provide basis to determine most effective mix of RC and AC personnel in organizing, administering, recruiting, and instructing, and training RC units
- Provide a basis to determine most effective mix of AC of officers and enlisted Soldiers in organizing, administering, recruiting, instructing, and training RC units
- Prescribe a training strategy that mandates crew qualification and platoon maneuver proficiency. Increase role of AC division commander in planning, conducting and evaluating overall readiness to include training of roundout units.
- Institute changes to staff and leader training. Conduct Tactical Commanders Development Course (TCDC). Have staffs participate in Mission Command Training Program (MCTP) and National Training Center (NTC) rotations with parent AC divisions.

1992: The First Bold Shift: Intended to refocus and re-prioritize the core training program in the RC:

- Individual soldier qualification and training
- Collective training and qualification at the crew, section, team, and squad level
- Maneuver training at platoon level as required of all Army units
- Combat training for command and staff leadership include annual multi-echelon training to develop battalion, brigade, and division skills as appropriate.

1993: Ground Force Readiness Enhancement (GFRE): Sought to improve pre-mobilization training readiness, and to provide a post-mobilization training resource.

TOPIC: First Army Additional Input to the National Commission on the Future of the Army

- Army program to maximize RC training readiness
- Provided dedicated AC Table of Distribution and Allowances (TDA) units and advisors to execute the program.
- Augmented by dedicated USAR Combat Support and Combat Service Support training units:
- Provided more time for AC Table of Organization and Equipment (TO&E) (e.g. AC units previously aligned with RC units) to train

1998: Training Support XXI (TSXXI): FORSCOM conducted an Army-wide Functional Area Assessment (FAA) to determine optimum processes and organizations necessary to provide effective and efficient support to organizational training of Force XXI. TSXXI and the CONUSA construct that the Army was utilizing in 2001 came out of this FAA. The integrated structure capitalized on tri-component strengths and “One Army” approach with optimized structure, recognized the impact on AC units providing support to RC units, and provided dedicated AC individuals to perform this mission. Other benefits:

- One stop shopping for support; one chain of command
- Focused on training mission; export Combat Training Center (CTC) methodology
- Best service/support to RC units
- Strengthen CONUSA Training Support Role
- Missioned to support RC training (pre/post mobilization)
- Mobilization support/assistance
- Proper Command and Control (C2) structure

2004-2005: Home Station Mobilization Pilot Program. At the request of the RC, the Army conducted a pilot to explore the efficacy of home station mobilization. This pilot mobilized a few small units at home station as a proof of principle. The proof of principle was terminated after the resulting support requirements at multiple locations for IMCOM and MEDCOM, as well as FORSCOM and First Army, became cost prohibitive and rapidly exceeded supporting agency capabilities. Mobilizing at MFGIs achieves efficiencies in critical support requirements including Soldier Readiness Processing (SRP) sites, billeting and feeding, training equipment sets, and Subject Matter Experts (SME) to support highly specialized Combatant Commander training requirements like Counter-Improvised Explosive Device (C-IED) training.

2006: First Army/Fifth Army restructuring. This initiative assigned the AC/RC training support, mobilization and demobilization, United States Property & Fiscal Office (USPFO) missions to First Army. Fifth Army assumed the Defense Support of Civil Authorities (DSCA) mission and became Army North (ARNORTH) aligned to Northern Command (NORTHCOM).

The TSXXI construct of dedicated AC personnel assigned to AC units (First Army) responsible for providing the preponderance of AC/RC training support, executing mobilization, and executing other missions on behalf of FORSCOM has proven to be exceptionally effective and versatile. Supporting the mobilization, training, deployment and demobilization of over 1 million Soldiers and other servicemen while adapting to changing requirements and evolving training strategies – First Army and its Title XI Soldiers - played an integral role in sustaining FORSCOM's ability to provide trained and ready forces. First Army continues to adapt to the changing environment and has undertaken the Bold Shift restructure to better support RC forces throughout the entire readiness progression cycle.

TOPIC: First Army Additional Input to the National Commission on the Future of the Army

Manning: The history of AC Manning dedicated to the support of the RC between 1992 and 2002 is shown the following chart.

<i>Title XI Historical Summary</i>			
Year	Pers Change	Total Auth	AC to RC 1992
			Red denotes Neg Change; Blue Pos Change Training Support XXI 2002
2002	-1040	5046	Title XI - Loss of ARNG IGs & MDW, 3A enhancements, some USAR FTS, USASOC, CTC OCA, some TASS, B2STP, some FTGs, SGM SRAAGs, and NMTC
2001	-6	6086	Title XI - 5000 Title XI authorizations. 1086 AC additional authorizations (non-titled) in support of Title XI requirements
1998	- 241	6092	Title XI - Phase II of TS XXI: complete consolidation of command and functions, TSD, Integrated Divisions (USARC bill payers)
1997		6333	Title XI - Phase I of TS XXI: consolidation of commands and functions TSB, ARISC (CONUSA, USARC, & USARPAC bill payers)
1996	- 1464	7797	Support To Organizational Training Functional Area Assessment (SOT FAA) - Reduction of AC personnel, TO&E burden, redundancy in AC/RC support and increase efficiency
1994-97		7797	GFRE Approved - Add RTB (CA Lane Tng), FTG; Augmented CONUSA HQ, BCBST, DIV(EX), FEB (CS/CSS Lane Tng), OC Academies, NMTC (Camp Dodge)
1993	+ 3000	7797	Congressional Mandated addition AC in support of RC - CONUSA HQ, RG, SRAAG, FTS, Advisors, RTT, RTD, ORE, TAM, BCBST, RTD for 9 new eSBs
1992	+ 2000	4797	Congressional Mandated addition BOLD SHIFT - AC in support of RC - CONUSA HQ, RG, SRAAG, FTS, Advisors, RTT, RTD (5 RO BDE), ORE, TAM, BCBST
1992	Base	2797	AC in support of RC - CONUSA HQ, RG, SRAAG, FTS, Advisors 1

In June 2005, the Department of the Army issued a memorandum, Title XI Reduction Implementation Guidance which reduced the Title XI Manning level by 1,500 authorizations, and directed the reductions be made incrementally starting in FY06.

Command	Title XI Spaces Documented	Overall Reduction	Phase 1: FY06 Reduction	Phase 2: FY07 Reduction	Phase 3: FY08 Reduction
FORSCOM	4269	945	315	315	315
TRADOC	365	303	101	101	101
USARC	258	223	74	74	75
USARPAC	95	16	6	5	5
HRC	7	7	2	3	2
ESGR	6	6	2	2	2
Total	5000	1500	500	500	500

Of the remaining 3,500 Army Title XI authorizations, First Army has 3,299 Title XI authorizations.

TOPIC: First Army Additional Input to the National Commission on the Future of the Army

First Army is a **multi-component command** comprised of AC, Active Guard Reserve (AGR), and USAR Troop Program Unit (TPU) Soldiers, and Department of the Army Civilian (DAC)/Military Technician personnel. As of August 1, 2015, **First Army's total strength is 10,764 assigned/OPCON personnel manned at 79 percent strength.** At Bold Shift end state, First Army's total assigned/OPCON authorized strength will be 8,024; this reflects the return of 3,105 authorizations to US Army Reserve Command (USARC) and the directed reduction of 139 DAC personnel. **The First Army Title XI authorizations remain at 3,299.**

Active Component (AC): **First Army is authorized 3,299 AC personnel (Title XI)**, currently manned at 93 percent, to provide a seasoned and dedicated cadre of AC trainers focused on supporting nearly 600,000 RC forces. HRC, in support of DA EXORD 016-15 and in anticipation of the approved FY17 Bold Shift TDA, uploaded the new Unit Authorization Document into the manning systems and is manning against the objective end state TDA in 3rd quarter FY15. **This initiative has placed HRC and First Army approximately one year ahead of schedule.** Under Bold Shift, over **90 percent of First Army's Title XI manpower is in the training brigades; mission command is provided by very small brigade and higher headquarters.**

AGR (ARNG) and AGR (USAR): **First Army is authorized 618 total AGR personnel.** Manned at 64 percent (**AGR ARNG 16 percent of authorized – 33 percent using the one year ADOS-RC Soldiers; AGR USAR 80 percent of authorized**), RC AGR Soldiers provide First Army critical component specific experience and knowledge to facilitate effective multi-component training support. These assignments also provide RC Soldiers important leader, trainer, developmental, and broadening assignments. Soldiers serve throughout First Army; at the First Army Headquarters, Division Headquarters, Brigades and Battalion level. **Authorized positions range from Major General to Sergeants.**

DAC/MIL Tech: **Authorized 511 personnel** (manned 83 percent), these civilian professionals provide critical continuity across our staffs and multi-component technical expertise inside our formations.

USAR OPCON Troop Program Units (TPU): **At Bold Shift end state 4,404 Soldiers** of First Army's total available strength will be provided by an **OPCON Army Reserve Support Command (ARSC)**, organized in 46 USAR Training Support (TSBn) and Logistics Support Battalions (LSBn). During Inactive Duty for Training (IDT) and Annual Training (AT), TPU Soldiers receive training to qualify them as Observer Coach / Trainers (OC/T) and sustain their proficiency as SMEs. **USAR TSBns and LSBns directly support First Army's Training Support Brigades at MFGIs and provide the capability to rapidly increase training support and mobilization/demobilization capabilities when needed.**

The low rate of ARNG AGR fill **presents an issue to First Army in fulfilling its mission because it reduces the available manning – sometimes in key billets – that is in direct support of the RC.** Additionally, First Army relies on AGRs to provide component specific relationships and insights to maximize the effectiveness of First Army in providing training support and assistance to RC leaders, Soldiers and units. **Overall, First Army is short 256 AGR Soldiers – which equates to one First Army Brigade's worth of OC/Ts – and the associated training capability these Soldiers provide.**

Title XI vs Full Time Support. Some have made the argument that First Army Title XI Soldiers and AGRs do not deliver the readiness that RC unit Full Time Support (FTS) delivers. FTS

TOPIC: First Army Additional Input to the National Commission on the Future of the Army

requirements represent compo specific manning that is present full time at RC units to support individual, low level collective training and administrative readiness tasks. There are five manning types that can fill FTS manning: AC, AGR, MILTECH (Dual Status/Non Dual Status), DAC. The components are not fully funded to meet their FTS requirements, and often prioritize First Army AGR manning below other requirements, resulting in lower than desired manning in First Army. Although First Army agrees that full time unit personnel are valuable to unit commanders and assist the commander in planning and executing training, First Army believes that the Title XI and AGR manning aggregated in First Army delivers collective training results that are not achievable with unit full time manning.

Disaggregating 3,299 Title XI positions throughout the USAR and ARNG would leave small groups of AC advisors throughout CONUS, and render them incapable of providing higher level collective training support, would limit the range of skills and functions that could be supported, and would eliminate the reach back and supporting efforts First Army provides.

Once First Army is fully transformed, and has completed at least a year of an SRM cycle, we will be in a position to assess the effectiveness of the new structure and operational concept. Initial indications are that Bold Shift is effective in delivering readiness through habitual, engaged partnerships using a structure that is more closely aligned to the RC force structure.

CONCLUSION: First Army's Bold Shift initiative will fundamentally transform and improve First Army's ability to provide training support to and build collective readiness in the Reserve Component. Although not completely implemented, initial indications are that this effort is delivering results. First Army's multi-component manning is a critical enabler of its ability to provide training support to the Reserve Component and should be retained and fully supported. First Army, with dedicated AC Title XI Soldiers supported by full time and TPU component specific Soldiers and units, provides the Army the capability to provide ready Reserve Component and a flexible, scalable mobilization capability to meet worldwide requirements.